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ABSTRACT

The New Zealand Qualifications Authority was established to develop a consistent approach to the recognition of academic and vocational qualifications. The National Qualifications Framework was designed following surveys of a number of sectors: universities, colleges of education, polytechnics, private training firms, schools, businesses, unions, government agencies, and community representatives. During the period of the consultation, officers of the Authority also attended some 350 briefings, seminars, and discussions with interested groups. The decisions made by the Board of the Qualifications Authority are based, therefore, on the results of 12 months of research and consultation. The framework is to be composed of four primary elements: (1) units of learning, among which learners could choose to build towards a qualification; (2) assessment and reporting, which relates the performance of the learner either to that of others in a similar group (norm-referenced assessment), or against predetermined standards (standards-based assessment); (3) recognition of prior learning, which endorses the principle of awarding credit for prior learning against units of learning in the national framework and which would include the establishment of credit transfer arrangements; and (4) quality systems, in which devolved quality management places responsibility on providers and their communities for assurance of quality. The qualifications will be organized on eight levels; levels 1-4 leading to a national certificate, levels 5-7 to a national diploma (level 7 also leading to an initial degree), and level 8 leading to other degrees or higher certificates/diplomas. A survey of the Maori community led to the development of Maori-based qualifications within the national framework. Other considerations included the following: certification of on-the-job training; a national information system for access to units and standards; a networked national database of student records; and a database of framework users. Each component of the framework described in this report is followed by a section discussing and explaining the decisions of the board concerning that component, and the report concludes with a simple list of the 23 decisions made. (Appendices contain a list of those to whom the questionnaires were sent to develop the framework and analysis of the questionnaire responses.) (CML)

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DEVELOPING THE NATIONAL QUALIFICATIONS

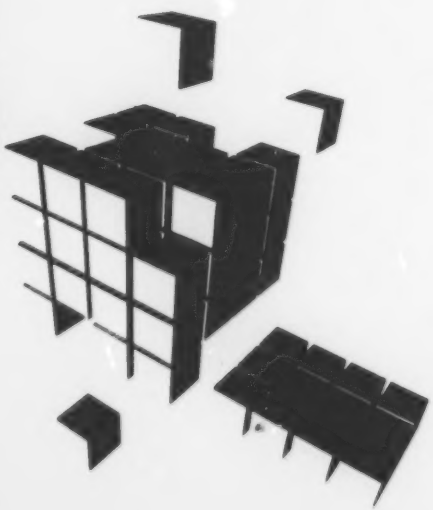
Framework

A QUALIFICATIONS FRAMEWORK

FOR NEW ZEALAND

A Report to the Board

September 24 1991



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NEW ZEALAND QUALIFICATIONS AUTHORITY
Mana Tohu Matauranga o Aotearoa

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The aim of the New Zealand Qualifications Authority is to co-ordinate an accessible and flexible qualifications system which meets New Zealand's needs and internationally recognised standards.

The Authority's main fv ıctions are to:

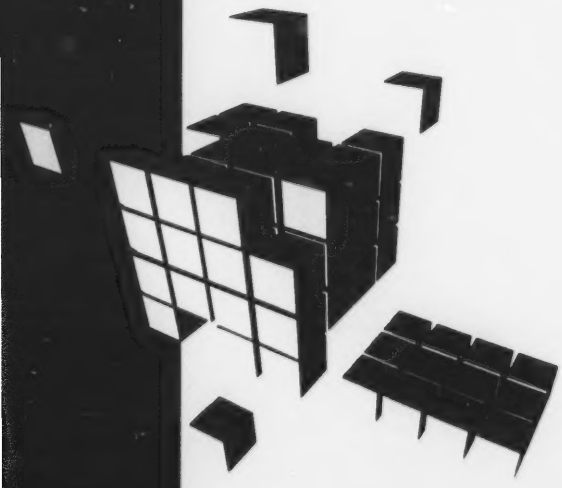
- co-ordinate qualifications in post-compulsory education and training (from upper secondary to degree level) so they have a purpose and relationship to one another that the public and students can understand
- set and regularly review standards as they relate to qualifications
- ensure New Zealand qualifications are recognised overseas and overseas qualifications are recognised in New Zealand
- administer national examinations, both secondary and tertiary.

DEVELOPING THE NATIONAL QUALIFICATIONS

Framework

A Report to the Board

September 24 1991



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September 24, 1991

1 INTRODUCTION

Analysts predict that the average worker of the future will change jobs five or six times as technology advances. The challenge will be to mix job training with sound academic background so the next generation can handle jobs that may not even exist today.
COMMITTEE ON LABOR AND HUMAN RESOURCES, US SENATE (Reported in Congressional and Administrative News No 8, November 1990)

The New Zealand Qualifications Authority was established in July 1990 with a brief to develop a comprehensive and coherent framework for nationally recognised qualifications. At present New Zealand has a series of qualifications which have few connections to any others. In some areas of learning, there are no nationally recognised qualifications at all.

The National Qualifications Framework is intended to provide the base for a coherent post-compulsory education and training sector, and a continuum of learning opportunities for life-long education. The Framework is not an end in itself but will establish the parameters for action through which change can occur.

Internationally, New Zealand's education and training system has a reputation for quality. Nonetheless, we do not compare well with our major trading partners in our provision of education and training; participation rates are low and the work-force is relatively unqualified.

This is partly a consequence of outdated systems and attitudes from a time when economic, technological and social conditions were markedly different. As a country, we have placed too much emphasis on 'one-off' education and training for the work to be undertaken during a lifetime. It is a sobering thought that of the predicted work-force for the year 2000, three-quarters are already beyond formal education and training. Yet, even *this* century's changing patterns of technology and trade will demand constant review and updating of knowledge and skills, for individuals and as a nation. If New Zealand is to survive economically, it must recognise the importance of providing, and making accessible, new learning opportunities for adults.

Our social and economic development depend upon harnessing human potential. Growth will come from developing and utilising the skills of all New Zealanders. This will require a commitment from all sectors, including the Government. It will involve setting simple and clearly identified targets and expectations of delivery. It will require recognition of where the responsibilities lie, and an answer to the question of funding for resources.

Towards the end of 1990, the Qualifications Authority released a discussion document, *Towards a National Qualifications Framework*, which outlined some of the options for restructuring New Zealand qualifications and sought opinion as to their viability. On a basis of the 230 submissions received and after wide consultation, staff of the Authority compiled the more detailed publication, *Designing the Framework*, which was released in March 1991.

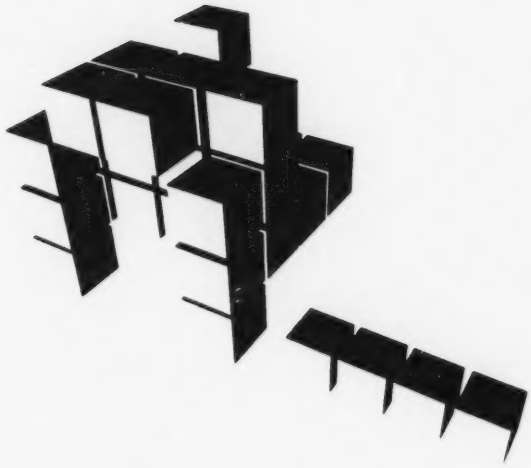
35,000 copies were distributed during the period from March to June. A questionnaire was enclosed requesting responses and comment on a variety of qualifications options. People were also asked to send in more detailed submissions if they wished.

More than 1600 replies were received from a wide variety of individuals and groups. The bulk were questionnaires with attached comments, but there was a significant number of detailed written submissions as well.

During the period of the consultation, officers of the Authority also attended some 350 briefings, seminars and discussions with interested groups (refer **Appendix I**).

The decisions made by the Board of the Qualifications Authority are based, therefore, on the results of twelve months of research and consultation.

The Board represents business, education and community interests and is served by five sector-based Standing Committees which have been influential throughout the consultation.



2 THE ROLE OF THE NEW ZEALAND QUALIFICATIONS AUTHORITY

Section 247 (Object) of the **Education Amendment Act 1990** defines the function of the New Zealand Qualifications Authority as establishing a *consistent approach to the recognition of qualifications in academic and vocational areas*. Qualifications can be seen as the currency of the employment market and there must be national and international confidence in their continuing value. It is not in our interests as a country for either confidence or value to decline.

Section 253 (Functions) sets out the Authority's responsibilities.

Section 253(a) requires the Authority to oversee the setting of standards for qualifications. Standards are a key component in determining quality.

Section 253(b) requires the Authority to monitor and regularly review standards.

Section 253(c) requires the development of a framework for nationally recognised qualifications so that their purpose and relationship is clear. The framework must be flexible and accessible so that qualifications are understood and achieved more easily.

Section 253 also gives the Authority responsibility for course approval and accreditation, except in universities where the Authority sets criteria after consultation with the Vice-Chancellors' Committee and subsequently monitors their application.

Finally, **Section 253(f)** requires the Authority to ensure that approved courses have assessment procedures which are fair, equitable, consistent and in keeping with the standards required.

All of these responsibilities centre on quality, which requires a clear setting of standards (affirmed through course approval), and satisfactory conditions for learning (affirmed through accreditation). As directed by the Act, these processes will be devolved and quality will become a central responsibility of the providers. The Qualifications Authority's monitoring or auditing role, which ensures that quality processes have been followed and quality learning outcomes achieved, will therefore become increasingly important.

Underpinning these safeguards, will be the National Qualifications Framework which will provide the essential reference points for the management and audit of quality delivery and assessment.

3 PRINCIPLES FOR THE FRAMEWORK

Structure

The framework will establish the parameters for nationally recognised qualifications. It will be simple and easily understood. It will open pathways to learning and underpin the quality monitoring role of the Qualifications Authority. Systems designed to ensure quality will operate throughout: in the development of qualifications and their approval; the accreditation of providers; and the verification of assessment standards. Quality management will be devolved progressively to providers or provider consortia, where this is consistent with maintaining standards and meeting the needs of user groups. Qualifications within the framework will provide for the recognition of merit and excellence. It is intended that the development of the framework will be evolutionary and cost-effective, led by a partnership among users, providers and government interests.

Learning and Assessment

The primary focus of the framework will be the requirements of the learner. The framework will help in meeting the needs for life-long education and training, and will cover both general education and career learning. The basic component will be the *unit of learning*, defined in terms of learning outcomes, focussing on skills as well as knowledge. Units, available from a variety of providers, will be assigned to the broad levels within the framework. It will be possible to arrange and rearrange them as appropriate into named and clearly identified qualifications.

Assessment will focus on the measurement of learner performance against published standards. *How* something is taught or learned will not be prescribed by the framework or by the Qualifications Authority; this will be the responsibility of the providers. The framework aims to facilitate maximum flexibility in the provision and acquisition of learning.

Certification

There will be a logical sequence of names for nationally recognised qualifications. Assessment and certification for on-job learning will be introduced progressively, to complement that which occurs in off-job education and training. All formal and non-formal learning achievements will be able to lead towards certification. Competencies already achieved will be acknowledged through their equivalence to qualifications already recognised and through the recognition of prior learning. People who are already qualified and those who are learning under existing systems will not be disadvantaged.

4 REPORT ON THE CONSULTATION

Analysing the questionnaires

The purpose of the questionnaires was to identify opinion about propositions presented in *Designing the Framework.*

The following numbers were returned:

• University sector	27
• Colleges of education sector	26
• Polytechnic sector	99
• Private training establishments	142
• Schools sector	685
• Business and professional sector	131
• Union sector	21
• Local and national government sector	64
• Community groups and individuals	200

Maori groups and individuals were not specifically identified, but were included within other sectors such as 'private training establishments' and 'community'. Maori qualifications were the subject of a separate consultation conducted by the Authority's Whanau; their findings are reported in the section beginning on **Page 20.**

There were two immediate difficulties in analysing the questionnaires. The numbers said to have been consulted varied widely (from 1 to 1800), and the sectors were unevenly represented.

We assumed a 'consultation ceiling' of 20 on each questionnaire - enough to allow significant groups and organisations their appropriate stature in the debate, but not so large as to overwhelm individual voices. *The notional 'numbers consulted' resulting were:*

• University sector	119
• Colleges of education sector	183
• Polytechnic sector	637
• Private training establishments	789
• Schools sector	4945
• Business and professional sector	822
• Union sector	179
• Local and national government sector	385
• Community groups and individuals	895

The schools dominated the return by a factor of more than 50% and so to achieve a balance, a formula was employed to give each sector equal weight. Except on two or three issues of particular significance to schools there was, in the end, little material difference between the trends indicated by weighted or unweighted results.

As most questions were grouped as mutually exclusive options, only YES responses were recorded (but see the comment below on qualified answers). This gave a general indication of support for each of the propositions offered; these are discussed in detail in later sections.

On this qualified basis, a summary of responses is given in Appendix II.

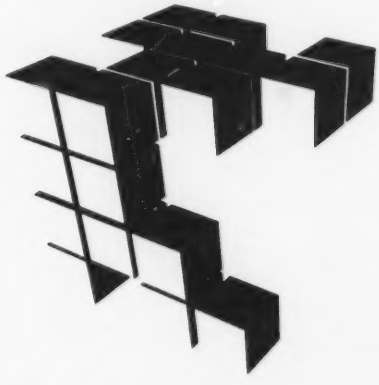
■ Analysing the written comments and submissions

Close attention was given to written responses and submissions, and to the widespread and detailed discussions held with interest groups throughout New Zealand. Particular attention was paid to the very detailed and informed submissions from major sector groups.

Many respondents added comments to their YES/NO choices (some of which made it clear that YES and NO answers may reflect identical viewpoints when qualified with a 'but').

Statistical indications and summaries were discussed inside and outside the Authority, at a number of meetings and seminars conducted during July and August. The conclusions drawn and the recommendations made are, therefore, the result of a lengthy and exhaustive process. They are detailed in the following pages.

We are grateful to all those who contributed to the discussion. Their interest and expertise have greatly assisted the Board to reach its conclusions.



5 THE BOUNDARIES OF THE NATIONAL QUALIFICATIONS FRAMEWORK

KEY POINTS IN *DESIGNING THE FRAMEWORK* (SECTION 3)

The framework is intended to co-ordinate qualifications so that a comprehensive set of life-long learning opportunities is available through a variety of providers. Its components are units of learning with clearly specified outcomes, each assigned to one of eight levels. A national database of such units is proposed, to be a guide to learners and to assist in co-ordination of delivery.

SUMMARY AND DISCUSSION OF RESPONSES

Responses both to *Designing the Framework* and *Towards a National Qualifications Framework* indicated strong support for a coherent scheme of nationally recognised qualifications. Asked if the proposed framework would establish a useful relationship between nationally recognised qualifications, a high proportion of respondents agreed, although those from the university and colleges of education sectors were less supportive.

■ **Some issues remain unresolved.**

For example, the diagram in *Designing the Framework* appeared to suggest that School Certificate would be a prerequisite to entering the National Certificate continuum. This was not intended: learners may study for National Certificate without having a School Certificate.

A number of respondents were concerned about the role of Scholarships and Bursaries, with their potential for encouraging a polarisation into general and vocational streams in the upper secondary school.

University respondents were unclear as to the place of degrees in relation to the framework and expressed fears that university degrees would lose their unique character. A large number of other respondents commented on anomalies, particularly in the areas of quality assurance and credit transfer, that could result from the universities being outside the framework.

On-job training is one way for members of the work-force to update competence. Unless this is certificated, the portability of competencies between different levels and types of occupation is threatened. The increasing demand for labour mobility makes it imperative that the new system incorporate procedures which recognise competencies (knowledge, skills, understanding, behaviours and values) acquired outside formal education and training.

DECISIONS OF THE BOARD

1 **That the National Qualifications in the Framework encompass all qualifications including degrees and advanced degrees.**

Explanatory note - *The Board regards degree and advanced qualifications as part of the National Qualifications Framework. Degrees are thereby included in the system of broad levels which make up the Framework.*

Each of these levels of the Framework incorporates a boundary description, setting out the attainments that are necessary before a learner may progress to a more advanced level. Level Seven, therefore, marks the successful completion of an initial degree. Initial degrees commonly take three years to complete, although some may be longer. The duration, however, is not significant. It is the learning outcomes that distinguish one level from another.

There is no automatic equivalence between qualifications which fall within the same level. Rather, the levels form the basis for equivalency arrangements and these are the responsibility of institutions.

The inclusion of initial degrees (including degrees outside universities) within Level Seven will require that the principles of the National Qualifications Framework be widely accepted and adopted. That is, courses of study will need to be organised into units of learning, a structure already evident in the units and papers existing in universities. Each unit will be built around clearly stated learning outcomes. These will need to be accompanied by criteria for the measurement of the achievement of those outcomes.

The Qualifications Authority will consult the New Zealand Vice-Chancellors' Committee and other inter-institutional bodies in order to achieve acceptance of these requirements. The intention is to phase them in over three years, to a negotiated schedule.

Qualifications in advance of the initial degree will also be considered part of the Framework by their inclusion in Level Eight. However, this level will not have an upper boundary. Instead, it will be open-ended, and will be broadly inclusive of all qualifications beyond initial degrees.

The principles of the National Qualifications Framework will not be mandatory for degree and advanced qualifications in the last level of the Framework. The Qualifications Authority will work with the Academic Programmes Committee of the New Zealand Vice Chancellors' Committee to introduce progressively whatever parameters of the Framework are accepted as applying to qualifications included in the open-ended final level.

2 That the National Qualifications Framework be open-ended at Level One.

Explanatory note *- Level One will have no lower boundary. Its general outcome will be the achievement of the work and/or learning orientation required for participation at Level Two. Individual units may have additional learning outcomes specified, according to their general or vocational bias. Sequences of units culminating in achievement required for participation in Level Two will be encouraged and given recognition.*

3 That on-job training be recognised and certificated as part of the National Qualifications Framework.

Explanatory note *- The Board has decided that on-job training will be recognised and certificated as part of nationally recognised qualifications, and as part of the National Qualifications Framework. However, on-job assessment of learning will need to be introduced progressively. The pace of introduction will be determined by public confidence in the validity of on-job assessment. The Qualifications Authority will undertake research to establish appropriate methods of assessment.*

6 ELEMENTS OF THE FRAMEWORK

(1) UNITS OF LEARNING

KEY POINTS IN *DESIGNING THE FRAMEWORK* (SECTION 4)

This section of the booklet suggested that a *flexible* framework could best be achieved by the use of units of learning. Learners would use the entry information and guidance advice to choose units which could build towards a qualification.

A *national public domain database* was suggested, consisting of short descriptions of the units limited to learning outcomes, assessment criteria and other basic information. Developers of the unit will also normally establish a longer description of the unit, not in the database, which will contain extra information relating to its provision; copyright on this would be retained by the developer.

The average range of competencies achievable in thirty hours of directed learning time was suggested as the basis for one *credit*. This was frequently taken to be the basis for one *unit*, which led to some confusion in the responses.

SUMMARY AND DISCUSSION OF RESPONSES

■ Advantages and disadvantages of the unit of learning approach

There was a high level of positive reaction overall, although much was conditional. Trainers, national and local government, business and the universities favoured the approach. Its value for flexibility, motivation and access for women, the disabled, Maori and Pacific Island people was recognised. Schools and colleges of education, however, had considerable reservations. *Their concerns were:*

- that *resources* for implementation were unlikely to be provided by government;
- that *integrated courses* could be fragmented;
- that flexibility and choice would be unavailable to *small (rural) schools*;
- that *the corporate life* of the school may be threatened;
- that the *pace* of change suggested was unrealistic and unwelcome.

The diagram on page 27 of *Designing the Framework* appeared to suggest implementation of National Certificate by 1993. Some schools insisted that the unit approach be trialled, and most questioned the necessity for this pace of change.

Most respondents appreciated that units of learning could be grouped for teaching and learning purposes and that courses identified as *holistic* need not be fragmented.

The national database

Comment was overwhelmingly positive. It centred on the need to avoid duplication of effort in unit writing. It was appreciated that both learners and providers would need information about the availability and learning outcomes of units.

Trainers, business, national and local government and the professions were most enthusiastic. Schools, polytechnics and private training establishments were more guarded. Universities and colleges of education were generally opposed.

Concerns about the database were its likely *cost* and the *difficulties of keeping it up to date*.

A format for units

Most responses were positive although some were conditionally so. Those who understood that a *short* unit form only would go into the database were supportive.

Unions and private training establishments were enthusiastic, business and professional groups were very supportive and polytechnics, private training establishments and communities were supportive. Schools, colleges of education and universities were less so. Those with concerns were largely secondary providers who stressed that *over-prescription of unit content* would lead to a de-skilling of teachers. It was not always appreciated that units would consist of specified *learning outcomes* and not *content*, or that providers would retain full control of content and the delivery process.

Units of different credit value

The colleges of education and universities were most in favour of variable-credit units. Their level of support was closely followed by that of the unions. The two main comments were that credits should vary with the length of the unit and with the subject but that credits for longer units should be multiples of a base unit.

Business and professions, polytechnics, schools and private training establishments gave a negative response. The school sector constantly made reference to timetabling which was part of a general concern with *school administrative changes* likely to be brought on by a change to units of learning. Schools were greatly concerned with differing unit completion rates, daily student movement to other providers, staffing and rooming.

Credits

Polytechnics, private training establishments and community groups were most positive about '30 hour' credits but usually qualified their acceptance with a preference for greater length. Colleges of education rejected 30 hours. A tally showed a range of 20 - 120 hours but there was general agreement across sectors that 40 hours was a good starting point for class contact time, or *teaching* rather than *learning* time. A further 10-20 hours of directed learning would probably be acceptable to most respondents.

Some respondents, especially trainers, industry and polytechnics, misunderstood the concept and thought that competence was to be equated with time spent.

There was some consciousness of the length of units used by other countries (Scotland and Australia) and a wish to conform with them.

Longer units were thought to have more *substance*, *rigour* and *depth*; shorter were seen as *trivial*.

Decisions Of The Board

4 That the components of qualifications be units of learning based on clearly identified and published learning outcomes.

5 That a national information system be established to provide ready access to units and standards.

Explanatory note - *The Board of the Qualifications Authority has decided that assessment of nationally recognised qualifications should be based upon clearly identified and published standards. It affirms that the success of the Framework stands or falls on how effectively units of learning state competence and attainment. The Board notes that if the learning outcomes of units of learning cannot be stated clearly, then fundamental issues for education and training are raised irrespective of the Framework: if you cannot say what you require, how can you develop it and how do you know when you have achieved it?*

Form of unit - A unit of learning will be approved by entry on the national database. Each unit will set out the standards to be achieved as a logical grouping of learning outcomes and assessment criteria. Standards will describe competencies and focus attention on educational outcomes rather than inputs. Teaching and learning guide-lines based on the unit may be written by any provider: this will require the *interpretation* of outcomes and criteria to construct a learning programme. The short form of the unit, centred on learning outcomes and assessment criteria, will be the concern of the Qualifications Authority. The means of provision will be the concern of providers, although this will be considered in the process of gaining accreditation.

Size - The size of the unit may vary according to the decision of the developer about the optimum grouping of learning outcomes required, the mode of assessment and the need to maintain integrity in the grouping.

Database information, especially statements of learning outcomes to be achieved, will enable potential learners to make good education and training choices. Through the use of a national information system, duplication of effort in developing new units will be avoided. The database may be made available in conjunction with the QUEST Rapuara database to provide learning and career information in a single format.

6 That units of learning up to Level Seven be assigned to an appropriate level of the National Qualifications Framework and be entered on a national information system.

7 That the Qualifications Authority establish and maintain a networked national database of student records.

Explanatory note - *Refer to recommendation 9 below.*

7 ELEMENTS OF THE FRAMEWORK

(2) ASSESSMENT AND REPORTING

KEY POINTS IN *DESIGNING THE FRAMEWORK* (SECTION 5)

Assessment provides feedback to learners on their progress towards achieving desired learning outcomes. It can relate the performance of the learner to that of others in a similar group (*norm-referenced assessment*); or it can measure performance against predetermined standards (*standards-based assessment*). Within the latter, *Designing the Framework* distinguishes between *competence-based assessment*, more suitable for learning areas in which a series of separate skills can be identified, and *achievement-based assessment*, appropriate for general learning areas that require an integrated approach.

Reporting follows assessment and provides information to learners, employers and other users on the performance and personal qualities of the learner.

SUMMARY AND DISCUSSION OF RESPONSES

■ Ranking or standards?

Unequivocal support was given to the principle of measuring performance against published standards. There was minimal agreement with the measurement of individual performance against the performance of others. This difference in response justifies the implementation of assessment against standards.

■ Percentage marks or grades?

About twice as many respondents favoured reporting in terms of grades rather than percentages. Many who preferred grades commented that their meaning should be clearly specified and that they should be accompanied by descriptors, or related to criteria.

■ Competence-based or achievement-based assessment?

Analysis was inconclusive here because many did not consider either method of assessment suitable for all areas of learning. Competence-based assessment was supported by a third of those responding and achievement-based assessment by another third. The education sector gave most support to achievement-based assessment. However, even of schools, fewer than half regarded achievement-based assessment as being suitable for all areas of learning. Many commented that a combination of assessment methods was needed.

The issue is to find an effective way of combining the methods. In a purely competence-based approach only two conditions would be recognised - competence *achieved* or *not yet achieved*. In an achievement-based method different levels of performance are recognised, although there is no implicit *pass/fail* concept. Some respondents suggested that one of the levels could be used to indicate competence. If this is accepted, the two systems begin to converge.

Submissions suggest that there is still a need to clarify the similarities and differences between these forms of assessment: it seems the term *standards-based assessment* is not yet well understood.

Excellence and standards-based assessment

Overwhelming support was expressed for recognising *excellence* in standards-based assessment. The point was made that excellence should not be judged only on academic skills and that it should be acknowledged in all areas of learning. There was little agreement on *how* it should be recognised.

Record of Achievement /Education and Training

The concept of a Record of Achievement and/or a Record of Education and Training received wide support. A number of respondents raised concerns about possible bias in reporting, privacy and access to information, and funding for such a Record.

Safeguards would be necessary to protect privacy by restricting access to the Record. Guarantees would need to be given against unauthorised disclosure or improper use of the information held.

Decisions Of The Board

That assessment for nationally recognised qualifications be based upon clearly defined standards.

Explanatory note *- New Zealand, in common with other countries, is moving towards assessment against agreed standards of learning. Defined standards provide motivation for the learner, clearer goals for the teacher, better information for the user and a fairer basis for evaluating achievement.*

Norm-referenced assessment may continue in the Bursaries examination because of its existing nature as a composite award. All new nationally recognised qualifications will be based, however, on standards-based assessment. Existing course statements will be rewritten as time goes by to embody assessment against stated standards.

That a Record of Learning be implemented.

Explanatory note *- The Board has also decided that there should be a Record of Learning (described in the consultation exercise as a Record of Education and Training). This Record of Learning would draw from records of qualifications or achievement kept by providers. The Record should not require a large and intrusive database as, in order to be accredited, providers will need to maintain adequate records with agreed methods of reporting these to the Authority. Where this requirement is not satisfactorily fulfilled, however, the Qualifications Authority will maintain central records.*

Trials in using a Record of Achievement at secondary school have proved its worth. The Record of Learning will be introduced for all levels of the National Qualifications Framework to provide a profile of a learner's achievements throughout education and training.

Discussions will be held with the Ministry of Education with a view to linking the Record of Achievement with the Record of Learning.

8 ELEMENTS OF THE FRAMEWORK

(3) RECOGNITION OF PRIOR LEARNING

KEY POINTS IN *DESIGNING THE FRAMEWORK* (SECTION 8)

Programmes for assessing prior learning exist both *de facto*, as in the New Zealand universities' cross-crediting system, and by design, as in the open learning environments of British Columbia and Scotland or the British Credit Accumulation and Transfer Scheme for degrees outside universities. Research indicates that *recognition of prior learning* or *assessment of prior learning*, as it is variously known, is considered to be important and beneficial.

SUMMARY AND DISCUSSION OF RESPONSES

Four questions were included on the topic, which were designed to evaluate support for the recognition of:

- life and work experience;
- work-based learning;
- learning which has been attested;
- credit accumulation and transfer.

There was overall support for recognition of prior learning in all four areas. The union sector was most supportive. Universities were less enthusiastic, though still with a positive response. There were fewer written comments or submissions on this topic, but some valuable individual submissions.

Those opposing the introduction of prior learning recognition and credits were concerned mainly with the threat to 'standards' that these systems pose. No conclusive argument was offered to support this, though there were many subjective comments.

Those in favour saw the recognition of skills and knowledge gained outside the formal education system as fair and equitable.

It would appear that formal recognition of prior learning is favoured for New Zealand. There is, however, a substantial body of cautionary comment from respondents. Many wished for heavy monitoring of recognition of prior learning and that any credit gained be partial only, and suggested that the system was open to misuse. Some warned that credit through attestation could lead to qualification by political justification rather than by objective assessment.

The main concerns were:

- cost;
- the currency of the learning being assessed;
- whether only certificated learning should be assessed for credit;
- whether there should be automatic crediting or case-by-case assessment;

- who should do the assessment;
- whether a central or devolved system is most appropriate;
- whether or not all assessment should be formal, as for those in conventional education;
- how qualifications already awarded will be safeguarded under the Framework.

Overseas practice, particularly in Britain, Canada and Australia, has shown positive results in most of these areas.

Operating costs are (unless subsidised) substantially the same as for conventional education, owing to the need for intensive one-to-one advice and counselling - there are, however, substantially lower indirect costs (class materials, texts) and opportunity costs (loss of income, living expenses).

Decisions Of The Board

10 That the principle of awarding credit for prior learning against units of learning in the National Qualifications Framework is endorsed.

Explanatory note *- Currently, prior learning is recognised on an ad hoc basis by individual institutions through the operation of inter-provider protocols or the activities of the Authority's Equivalence Section. While the special circumstances of individuals will always require an element of case-by-case analysis, there are grounds for investigating a broader approach, in line with developments occurring, for example, in the European Community. If there is to be a broader system, its formalised introduction should follow the introduction of the Framework and, in particular, the national database of units of learning. The Board intends that further research be carried out in this area to ensure that New Zealand learners are not disadvantaged internationally.*

11 That a currency for credit transfer be established.

12 That a programme of research into methodologies for the recognition of prior learning be implemented in the 1991-92 financial year.

Explanatory note *- There is limited literature on overseas systems of recognition of prior learning and credit accumulation and transfer, and few examples of fully operational programmes. New Zealand research will focus on accepted methods for the identification of prior learning which could be recognised for credit towards existing qualifications.*

13 That discussion with New Zealand universities be initiated with a view to formalising credit transfer arrangements.

Explanatory note *- Establishing consistent systems within and between universities and other institutions may require a shift in perspective, towards enabling learners and away from institutional interests. The CAT (credit accumulation and transfer) scheme run by the Council for National Academic Awards in the UK has been successful in getting institutions to work together: this is an instructive model.*

9 ELEMENTS OF THE FRAMEWORK

(4) QUALITY SYSTEMS

KEY POINTS IN *DESIGNING THE FRAMEWORK* (SECTION 7)

Designing the Framework advocates a partnership approach at a national level to the development and monitoring of nationally recognised qualifications. In the area of vocational qualifications, it discusses the need for industry advisory mechanisms to co-ordinate skills training and canvasses the option of establishing broadly focussed Industry Training Organisations to meet this need. Devolved quality management is proposed as the most effective guarantee of quality in the delivery of learning.

The benefits of devolved processes are that providers and the communities they serve take responsibility for their own quality management. They co-operate in a professional manner with other agencies providing similar courses. Administrative costs are lowered and the central agency focuses on quality audit rather than hands-on administration of the quality assurance and control processes. Autonomy is enhanced while standards are maintained.

SUMMARY AND DISCUSSION OF RESPONSES

There was strong support from respondents for the establishment of new broad-based Industry Training Organisations and for the partnership model of course development. Education and training providers showed least enthusiasm for these concepts.

Advisory mechanisms

The Qualifications Authority still believes that Industry Training Organisations would provide a sound advisory mechanism, but is itself unable to establish such structures. However, industry training bodies are being established under the sponsorship of the Education and Training Support Agency and will certainly be influential.

Industry advice is required for setting standards (learning outcomes and criteria for performance), for monitoring standards and for establishing appropriate packages of units as named qualifications. Where an industry and its related forms of employment can be identified clearly, the industry training body will be its logical voice. There may, however, be a number of skills, groups of skills or even occupations for which no such representative voice can be identified.

Because Industry Training Organisations are not immediately accessible, the Authority sees a need for an alternative advisory mechanism. We propose that a database be established which will record the names of user groups against particular areas of interest. The Authority would make this available to users, to co-ordinate all interested parties in any development of the framework in their particular area.

It would be possible for the Authority to access various combinations of users and bring together more flexible combinations of user representatives to advise on policy issues. This would be preferable to maintaining a fixed number of standing committees.

It should be noted that industry will have a strong voice in the development of qualifications through their representatives on industry training bodies to be established under the Education and Training Support Agency.

It is proposed that a similar model be used in the area of general education. Representative groups involving peers and users will advise the Authority. The Authority will also seek the active involvement of tertiary institutions in units at the initial levels.

Course development

The responses to the framework questionnaire also showed strong support from industry for the partnership model of course development, again with less support from providers.

Few written comments were made. The most negative came from schools and centred on concerns that industry would drive the curriculum. A comment was made that the process shown seemed to exclude providers from the early stages of development. However, it was not intended to leave providers out of any stage of the process.

Devolution of quality management

Responses to the framework questionnaire showed strong support from all sectors for the quality assurance processes outlined.

Comments indicated that the majority of YES answers were conditional. The most frequently stated condition was that standards, and especially national standards must be maintained. The majority of NO answers advanced the same argument.

A very small number of respondents were totally positive about devolution. They appeared to be familiar with approval and accreditation activities and the resulting shift in power and responsibility.

The challenge is to find a system of devolved quality assurance which maintains standards to the satisfaction of the public.

Costs of the system

Comments showed considerable scepticism about the cost effectiveness of devolved processes, or indeed of quality assurance by any means other than national examinations.

The message from the survey is quite clear. The system of quality assurance which depends on course approval, accreditation of providers, and moderation is only acceptable to the public if standards are maintained.

Decisions Of The Board

14 That a database of the users of the National Qualifications Framework be established.

Explanatory note *- This database will enable the users of units (apart from learners) to be identified. The users include industries - employers and employees - professions, individual employers where industry groupings do not exist, and providers. The Authority will facilitate the establishment of focused advisory groups where qualifications*

require development or updating. The database will also enable the Authority to establish advisory groups for a variety of policy purposes. It is suggested that these ad hoc *groups replace all but the Maori and Community/Non-formal Standing Committees of the Authority.*

15 That the partnership approach to unit development be endorsed, with the Qualifications Authority in the role of adviser and quality monitor as appropriate.

Explanatory note *- The partnership approach confirms the mutually interactive roles of industry, professions and providers in the development of courses. Course development is viewed as a continuum, but the Qualifications Authority, which has final responsibility for the setting and monitoring of standards, will have a role restricted to consultation and facilitation.*

16 That quality management be devolved progressively to providers as an integral part of their delivery of services, with quality audit by the Authority.

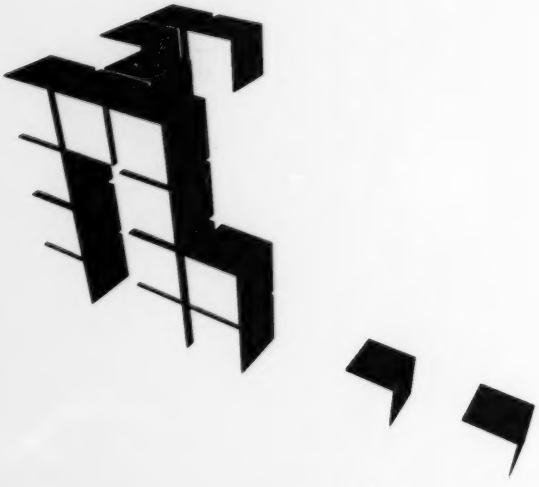
Explanatory note *- Quality assurance will be an on-going need in all aspects of the development, delivery and review of qualifications.*

There will be implications for providers and inter-institutional bodies, and the parameters for devolution will need to be established.

Devolution of quality management places responsibilities on providers to set up and operate quality assurance systems within their own organisations and to create links with others in their field.

The best models of quality management from industrial and service organisations are based on the direct and conscious involvement in quality enhancement of everyone within the organisation. When this philosophy is systematically adopted and operated by a provider, it will lead to ongoing improvement in the quality of course delivery, student assessment and student outcomes.

Once the Qualifications Authority, acting on behalf of the community, is sure that a provider is consistently producing high quality outputs as a result of internal processes and procedures, it will step back to a quality audit role and devolve quality management to the provider.



10 QUALIFICATIONS FOR MAORI

KI TA TE MAORI TITIRO. A Maori response to the proposed Qualifications Framework

KEY ISSUES IDENTIFIED IN *AO KAWE TIKANGA* AND *DESIGNING THE FRAMEWORK*

The discussion document *Ao Kawe Tikanga* provides an overview of the detailed information in the second consultative document *Designing the Framework*. The document also encourages Maori people to read *Designing the Framework*.

Ao Kawe Tikanga includes a questionnaire which focuses upon specific issues for Maori people. No attempt is made to provide a comprehensive coverage of minute details. These details are found in the questionnaire attached to *Designing the Framework*.

SUMMARY AND DISCUSSION OF RESPONSES

Maori people responded to *Designing the Framework* by identifying themselves as Maori community groups and individuals or as part of another sector group such as schools. According to the analysis, Maori community groups and individuals represented 4.62% of the total return.

There were 217 responses to the questionnaire attached to *Ao Kawe Tikanga*. These included submissions from tribal authorities, non-formal education and training providers, schools and individuals. Submissions were received in *Te Reo Maori* and in the English language.

Oral responses were noted by *Whanau* staff who attended *hui* throughout the country. These submissions have also been influential in the putting together of this report.

■ Global Issues

Only when Tino Rangatiratanga is achieved will the National Qualifications Framework have delivered.

Global issues related to indigenous rights were expressed by respondents in their comments about *Tino Rangatiratanga*. Maori people reserve the right to protect and preserve their *taonga* as well as seek opportunities which benefit them culturally, educationally, socially and economically. They expect to participate with the Qualifications Authority and the National Qualifications Framework as they choose.

Respondents expected the Authority to enable Maori people to meet their needs and aspirations. They hoped that the framework would encourage the development of Maori-based qualifications and provide for a Maori dimension within all qualifications.

Many of the comments related to implementation issues. Essentially, respondents wanted to know how the Qualifications Authority intends to deliver what is proposed in *Ao Kawe Tikanga* and *Designing the Framework*. They want to participate in the design and implementation of the framework. This willingness is tempered by their intolerance of educational policies that disadvantage Maori people.

The following issues need to be considered further:

- the central place of *Te Reo Maori* in qualification initiatives for Maori;
- assistance from the Qualifications Authority to Maori people in providing research assistance and resources and in directing access to information that will support the development of qualifications for Maori;
- the direction by the Whanau in consultation with Maori people of Maori qualification initiatives within the framework ;
- provision for a Maori dimension within all qualifications;
- delegation of Qualifications Authority responsibilities to appropriate Maori organisations to manage and administer nationally recognised qualifications;
- development of an appropriate quality management and audit system for Maori education and training providers;
- assistance to Maori people from the National Qualifications Framework to establish direct international qualification agreements.

It is crucial for the Qualifications Authority to produce an enabling and flexible qualifications system which is acceptable to Maori people.

Specific Issues

Respondents stated that the proposed framework is one option for Maori people to achieve their needs and aspirations. A second option stems from the notion of *Tino Rangatiratanga*. Respondents have indicated that Maori people already have recognised formal and informal learning places, processes and procedures for the recognition of learning outcomes, and quality assurance mechanisms. They wish to develop these and negotiate national and international recognition on this basis. Many Maori groups are seeking to develop a National Qualifications Framework for Maori.

Many respondents, in particular Maori women, stated that the *whanau* is the most dynamic learning place for them. They want *whanau* learning to receive credit towards nationally recognised qualifications where this is appropriate, and for the Qualifications Authority to accept the home as a learning place.

Respondents commented about intellectual property rights for Maori-based units of learning. They sought an assurance that Article Two (Treaty of Waitangi) which refers to *o ratou taonga katoa* would be noted. This encompasses both tangible and intangible qualities, and can be best translated by the expression "all their valued customs and possessions". Respondents maintained that Maori-based units of learning would be subject to Article Two. The Authority believes this argument confuses learning outcomes and criteria (public domain) with course content and teaching approaches (the domain of the provider).

Many respondents requested that *Te Reo Maori* be a recognised option for assessment, reporting and certification. Reference was made to the graduates of *Te Kohanga Reo*, bilingual units and schools, *Kura Kaupapa Maori* and such post-school education and training places as *marae* and *Kokiri* centres. Respondents pointed out that the curriculum of these learning places is transmitted in *Te Reo Maori*.

Respondents emphasised that Maori education and training organisations are developing their own assessment methods which have similar features to

standards-based assessment. They requested that providers be required to meet Maori-based standards for Maori-based units of learning or discontinue offering them. Maori-based processes were described by respondents as essential for maintaining and monitoring standards for Maori knowledge and skills. They asked that this be applied to all Maori units of learning. This would include the retention of an internal assessment option for secondary school qualifications.

They also requested that Maori knowledge and skills be acknowledged on all certificates and records. Two major concerns were expressed. First, respondents were concerned about who would pay the administration costs. Second, they stated that learners should be able to challenge the statements on the report.

Maori education and training organisations wished to have access to database information held by the Qualifications Authority. *Iwi* Authorities, pan-Maori education and training groups and some individuals asked whether such information would be confidential. Some were concerned about the possibility of it being used against them.

Respondents wanted the name *Aotearoa* to be incorporated in the format of a certificate. They supported Maori-based qualifications and Maori dimensions to qualifications. They requested that Maori issuing bodies be appointed to perform the role of *kaitiaki (custodian)* for qualifications that involve Maori knowledge and skills.

Respondents said that greater recognition of Maori subjects in secondary schools was imperative and asked that provision be made to assess and report these subjects for School Certificate. It is hoped that secondary school qualification reforms will incorporate these recommendations.

Second-chance education and training is a crucial area for Maori people. Many Maori adult students will be disadvantaged if funding options do not allow for their financial circumstances. Respondents believed that the framework should create opportunities for second-chance education and training.

Respondents were excited by the opportunity for *marae, Kokiri* centres and other Maori based learning places to become accredited education and training providers. However, they were concerned about the funding mechanisms for these learning places. They wanted access to funding to be available at all levels of education and training.

Many respondents supported the development of procedures and processes for the recognition of prior learning. Maori women requested that skills gained from participating with committees and managing a home be recognised. Other respondents asked the Authority to recognise Maori teaching and learning methods in this area. There was general agreement that the knowledge and skills of Maori specialists should be recognised within the framework but controlled by Maori.

There were polarised views about *Wananga*. Proponents were excited because the *Wananga* is characterised by *ahuatanga Maori* according to *tikanga Maori*. Opponents were concerned about other institutions using the name *Whare Wananga*, and the term *Wananga* being attached to any description which is associated with the *Whare Wananga*. They requested that the term *Whare Wananga* be strictly controlled and protected and, in addition, that the title be approved by recognised experts and based on Maori descriptions and criteria.

Iwi runanga, authorities and trust boards wanted to maintain the ownership and control of Maori knowledge and skills within their *rohe*. They wanted to know whether the Authority would encourage Maori people to participate in the registration, course approval, accreditation and quality management of Maori based courses available there. They expected their *tikanga* to be acknowledged by all other tribal groups and education institutions within the *rohe*. In essence, they were making two points. *Tino Rangatiratanga* gives *tangata whenua* the right to determine how Maori knowledge and skills will be assessed, recognised and certificated and so on in their *rohe*. Second, *iwi* will determine which institutions are capable of quality delivery. If this becomes a major issue it seems likely that consultation with *iwi* or their designated body will be necessary for registration, course approval, accreditation and quality management.

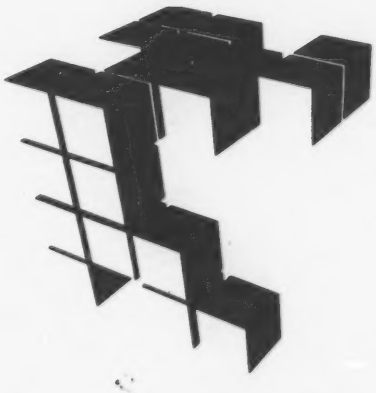
Decisions Of The Board

17 That there be Maori-based qualifications within the National Qualifications Framework.

Explanatory note - *The knowledge and skills of Maori specialists will be recognised within the National Qualifications Framework and thereby contribute to the benefits to be found in the reformed qualifications structure. Maori people will develop qualifications in consultation with the* Whanau *Division of the Authority. Carving and weaving are two examples of specialist areas in which Maori people seek national recognition. It is anticipated that* Te Reo Maori *will be an integral requirement for such qualifications.*

18 That qualifications include a Maori dimension where that is appropriate.

Explanatory note - *The Board of the Qualifications Authority acknowledges that the specific content of units of learning and their manner of teaching are the prerogative of the providers. However, all qualifications on the National Qualifications Framework receive national recognition. It is appropriate, therefore, for qualifications that are nationally recognised to have learning outcomes that are appropriate for Maori and other people in New Zealand, and for all other learning outcomes to accommodate that diversity in the manner of their delivery.*



11 NEW NATIONALLY RECOGNISED QUALIFICATIONS

POST-SCHOOL QUALIFICATIONS

KEY POINTS IN *DESIGNING THE FRAMEWORK* (SECTION 1)

This section of *Designing the Framework* outlines the way post-compulsory education will be integrated with the new qualifications framework. *It addresses the questions of:*

- levels of units and qualifications within the framework;
- reporting and certification of student achievement;
- student records and databases.

Indirectly addressed are the questions of ownership of qualifications and units of learning, the links between *externally examined* school subjects and the framework and the international compatibility of nationally recognised qualifications.

SUMMARY AND DISCUSSION OF RESPONSES

Levels of units and qualifications

There was general support for the descriptions of the levels proposed in the document and also for the levels covering both general and vocational performance.

Respondents were concerned that any system put in place should have international compatibility. Comments about where school examinations fitted into the overall framework were also common. Some of the key respondents felt that eight levels were too many and that the draft definitions needed further work.

Certification

A major argument of the submissions was that certification should have national consistency, objectivity and standing, regardless of how or where the learning took place.

Questionnaire responses gave no clear mandate for decisions on these matters. There was little positive support for any of the options in this section - see **Appendix II**. This indicates the complexities of the issue and the difficulties attached to its resolution.

Who issues certificates?

Questions of ownership and autonomy of institutions were common here. The fear that the Qualifications Authority would take on a 'large bureaucratic role' was expressed.

Types of certificate

Respondents wanted certificates to show a clear message to user groups. This preference would tend to support the occupationally specific certificate.

Names of qualifications

Section 1.8 of the questionnaire asked respondents to suggest the names or titles of the qualifications that will form part of the framework.

Designing the Framework identified three options:

- a *National Certificate* - one qualification;
- a *National Certificate, National Diploma* sequence of two qualifications;
- a *National Certificate, Higher National Certificate, National Diploma, Higher National Diploma* sequence of four qualifications.

Responses were inconclusive.

National Certificate or New Zealand Certificate

Two thirds of respondents favoured *New Zealand* as part of the qualifications title, with *Aotearoa* also mentioned.

Databases / Student records

Overall the strongest support was for a central database of student records. Sectors that already have autonomy in this area (polytechnics and universities) wish to retain the facility, while sectors outside of these saw value in the central approach.

Major concerns were with cost, privacy, data integrity and access to information.

SECONDARY EDUCATION QUALIFICATIONS

KEY POINTS IN *DESIGNING THE FRAMEWORK* (SECTION 2)

As more and more students return to school, the senior school increasingly caters for a broad range of student needs. At present, Sixth Form Certificate, Higher School Certificate and Bursaries/Scholarships are the qualifications offered in the senior school. It is proposed to introduce a new National Certificate and eventually to phase out Sixth Form Certificate and Higher School Certificate.

SUMMARY AND DISCUSSION OF RESPONSES

Many opposed a division between vocational and academic qualifications. Those who maintained that a separation was required were primarily concerned that standards for Bursaries should not be lowered. A significant proportion of respondents believed that the levels system and National Certificate could replace Bursaries.

There was a high level of support from schools and universities for the continuation of the 1990 style of Bursaries examinations, but not from other

sectors. Many commented that only a poor Bursaries exam could not identify the most able. A number were concerned that the most able students would not be challenged sufficiently by Bursaries. Some wanted excellence to be recognised across subjects as well as within subjects. There was little support for adding Scholarships questions to Bursaries papers, or for instituting Scholarships papers in a limited number of subjects.

Few schools respondents, very few university respondents and fewer than a fifth of all those who replied wanted separate Scholarships examinations. Negative factors identified were the problem of self-selection of students into separate examinations streams, the high cost, the apparent sex bias and the elitism associated with the old examinations.

Decisions Of The Board

18 That qualifications consist of tailored packages of units which are normally determined by national consortia or by single providers/ enterprises.

Explanatory note - Where there is an acknowledged national user group, this group will determine the selection of units required for certification. This may include optional units as well as core units. Certificates will continue to be issued in the name of the Qualifications Authority, will carry prominently the name of the provider, and may carry the name of the industry developer. Where a single provider or enterprise develops the qualification, then the provider or enterprise determines the selection of units required for certification. The certificate will be issued in the name of the provider or enterprise developing the qualification and will carry prominently the endorsement of the Qualifications Authority indicating that the qualification is nationally recognised. When public confidence in devolved quality management is reached, the Authority's imprimatur may no longer be so prominent.

20 That qualifications be named as follows:

21 That the level descriptions published in *Designing the Framework* be rewritten to accommodate both general and vocational units of learning.

Explanatory note - The levels statements published in Designing the Framework *were working examples only. Considerable research, development and discussion with the Ministry of Education (which is responsible for curriculum in schools) is being undertaken to ensure the level statements are compatible with the Framework as conceived in this document, with the proposed National Curriculum Framework and with overseas counterparts.*

22 That Levels One to Three be seen as approximately equivalent to years 3, 4 and 5 of secondary schooling.

Explanatory note *- Students may well proceed beyond Level Three while at secondary school.*

23 That a single qualification, the National Certificate, be available in the senior secondary school.

Explanatory note *- The Board will recommend to the Minister that there be a single* qualification *in the senior secondary school. This will be the National Certificate. All units of learning in the senior secondary school will therefore be known as National Certificate units of learning. Attainment of National Certificate units will be promoted as an acceptable method of entry to university.*

The Board is of the view that learning and achievement of students at secondary school should not be restrained by age or years of attendance. It also believes that mechanisms must be in place to recognise high achievement at all levels and across all areas of learning.

All secondary school students will therefore have access to units of learning for National Certificate qualifications at levels 1 through 4 of the National Framework.

The Qualifications Authority will also implement examinations, which are Government policy, at levels 3 and 4. These highly competitive examinations will provide an external measure of a student's learning by using the specific assessment instrument of a national written examination. This "snapshot" approach is useful in establishing a level of public confidence and comparability across the system. However, these examinations will not be used for qualifications purposes, but to allow students to demonstrate and to receive public recognition for a high level of achievement, together with a financial reward for that achievement.

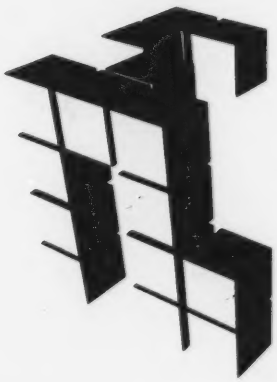
Examinations will be based on National Certificate units in a specified range of subjects and share common learning outcomes with those National Certificate units. Examinations, which will continue to be called the Bursaries examinations for the time-being, will be offered at Level 3. New Scholarships examinations will be set at a level beyond Level 3. Secondary school students will be able to take the Bursaries Examinations in either fourth, fifth or sixth years. Scholarships examinations will normally be taken by fifth or sixth year students. The examinations will be open to whoever wishes to enter them.

High achieving students have the potential to achieve at levels beyond that of the current Bursaries examinations. A number of secondary schools are already moving in this direction and entering students for post-school university and technician subjects, which broadly equate to level 4 of the Framework. The Authority will consult with universities, other tertiary providers, and with professional groups to allow credit towards degrees and other nationally recognised qualifications.

Public recognition will be given to students who demonstrate superior achievement at Level 4 through the award of Scholarships. Professional groups will be asked to promote national recognition of high achievement across all areas of learning within the National Certificate. Scholarships will be awarded within individual subject or learning areas, and will not be aggregated across subjects. Students who gain Scholarships in a number of learning areas will be identified and suitably recognised.

Perfomance in the Bursaries examinations currently defines the minimum standard of entry to university. The Board believes this is no longer appropriate. The National Certificate provides the logical progression to higher qualifications. The Board recommends that entrance to university should be based on units gained in National Certificate, with recognition of performance at levels 3 and above including in the Bursaries and Scholarships examinations where appropriate, but acknowledges this will require acceptance by the universities. The Authority must consult with the universities before setting the minimum standard for entrance.

Proposals for change to the School Certificate examinations have been the subject of separate consultation. Decisions are to be announced at the end of November.



12 Decisions of the Board

1 That the National Qualifications in the Framework encompass all qualifications including degrees and advanced degrees.

2 That the National Qualifications Framework be open-ended at Level One.

3 That on-job training be recognised and certificated as part of the National Qualifications Framework.

4 That the components of qualifications be units of learning based on clearly identified and published learning outcomes.

5 That a national information system be established to provide ready access to units and standards.

6 That units of learning up to Level Seven be assigned to an appropriate level of the National Qualifications Framework and be entered on a national information system.

7 That the Qualifications Authority establish and maintain a networked national database of student records.

8 That assessment for nationally recognised qualifications be based upon clearly defined standards.

9 That a Record of Learning be implemented.

10 That the principle of awarding credit for prior learning against units of learning in the National Qualifications Framework is endorsed.

11 That a currency for credit transfer be established.

12 That a programme of research into methodologies for the recognition of prior learning be implemented in the 1991 - 1992 financial year.

13 That discussion with New Zealand universities be initiated with a view to formalising credit transfer arrangements.

14 That a database of the users of the National Qualifications Framework be established.

15 That the partnership approach to unit development be endorsed, with the Qualifications Authority in the role of adviser and quality monitor as appropriate.

16 That quality management be devolved progressively to providers as an integral part of the delivery of services, with quality audit by the Authority.

17 That there be Maori-based qualifications within the National Qualifications Framework.

18 That qualifications include a Maori dimension where that is appropriate.

19 That qualifications consist of tailored packages of units which are normally determined by national consortia, or by single providers/ enterprises.

20 That qualifications be named as follows:

21 That the level descriptions published in *Designing the Framework* be rewritten to accommodate both general and vocational units of learning.

22 That Levels One to Three be seen as approximately equivalent to years 3, 4 and 5 of secondary schooling.

23 That a single qualification, the National Certificate, be available in the senior secondary school.

Appendices

I Consultation schedule

National

Ailsa Duerr, APSU

ASTE

Bill Cribbons, PPTA Principals Advisory Cttee

Catholic Education Board

Chamber of Commerce Education Cttee

Christian Schools Conference

Conference, Stella Maris

Correspondence School

Correspondence School HODs

Council for Teacher Education

Crozier/Butterworth

CTU Executive

CTU Women's Network

D Armstrong, APNZ President

D McGrath, AOTCC Chairperson

Dairy Industry Training Council

EC Workers' Union

ECDU

Employers' Federation

Engineering ITB

Engineers' Union

Engineers' Union/Employers

ETSA

ETSA Managers

Federated Farmers

Foundation for Science Education and Technology

Forestry ITB

Health Dept

HETANZ

Home Tutor Coord Conference

Industry Training Boards

ISTANZ

Margaret Austin, MP

Mechanical Engineering Apprentice Cttee

Minister of Maori Affairs

Ministry of Women's Affairs

Ministry of Youth Affairs

Ministry of Education Curriculum Functions

Ministry of Education Policy Division

Ministry of Education Senior Staff

N Kingsbury, APNZ Academic Officer

NAC Business Studies

Nancy Bailey, Correspondence School

National Horticultural Meeting

NTB/NBEET/VEETAC

NZ Area Schools Assn

NZEI

NZIM Education Cttee

Office Systems Conference

Polytechnic students' AGM

PPTA

Professional Institutes

QUEST National Office

REAP CEOs

Rob Crozier - AUT

Roger McClay, Assoc Minister of Education

Ross Meurant MP

School Trustees Assn

Secondary Principals Assn NZ

SES National Office

Tony Steel, MP

TOPNZ

TUEA - Tertiary Research Conference

VEETAC

Northland

DACOTE/QUEST

ETSA

Far North Secondary Staff

Kamo College

Ministry of Education

Northland Polytechnic

Northland Art Teachers Assn

QUEST field officers

Secondary Principals

Teachers In Service Course

Tikipunga High School

Waitakere City

Carrington Polytechnic Staff

Waitakere College

Auckland City

Auckland English Teachers Assn
ATI
Auckland Reg Deputy Principals Assn
Auckland College of Education
Auckland Employers Assn
Auckland Girls Grammar
Auckland University
Baptist Training Providers
Disabled Students Forum
ETSA
Glenfield College
History Teachers Conference
Home Economics Teachers Meeting
Massey High School
Ministry of Education
N Region TTC
Northcote College
Polytechnic Access Tutors
QUEST
Rosmini College Auckland
Secondary School Principals
Secondary Teachers Meeting
West Auckland WEA
Western Springs College

Manukau City

Manukau Polytechnic Staff
Pacific Is Education &Training Action Cttee
Papatoetoe High School

Bay of Plenty

Bay of Plenty Polytechnic
ETSA/Access
Kawerau High School
Ministry of Education
Opotiki College
Polytechnic Students Assn
QUEST
Tokoroa High School
Waiariki Polytechnic
Whakatane High School

Waikato-King Country

Employers Federation
ETSA
FORTE CEOs Group
QUEST Regional Forum
REAP
Science Maths Education Research
Secondary Deputy Principals
Secondary Principals
Transition Teachers
Waikato Polytechnic
Waikato School of Education
Waikato University

Hawkes Bay

ETSA
Hawkes Bay Polytechnic
Secondary School Staff
Tairawhiti Polytechnic

Taranaki

DACOTE Regional Forum
ETSA
Opunake Training Group
Secondary School Staff
Taranaki Polytechnic

Wanganui/Manawatu

ETSA
ETSA (Access/MAccess)
Manawatu Polytechnic
Massey University
P N College of Education
Palmerston Nth Girls High School
Public Meeting
Secondary School Staff
Wanganui Reg Community Polytechnic

Wairarapa

DACOTE
Parents Evening
Secondary Deputy Principals Assn
Secondary Teachers
Trinity High Schools
Wairarapa Polytechnic Council
Wairarapa Polytechnic

Wellington

Careers Advisers
Chamber of Commerce
CIT
CIT Teachers
CIT Teachers Education Centre
Debbie Dawson - Dominion
ETSA
Form 6 &7 Syllabus Group
Hutt Valley High School HODs
Hutt Valley Polytechnic
Hutt Valley Secondary Teachers
Les Holborow - Victoria University
Marsden School
Materials Purchasing Inst
MOT Air Transport Div
NACEW
Newlands College & Community
Onslow College
Paraparaumu College
Queen Margaret College
QUEST Field Officers
Rotary
Secondary Principals
St Patrick's College
Transition Teachers Assn
Victoria University
Wellington Deputy Principals
Wellington College Academic Committee
Wellington College of Education
Wellington Coll HODs
Wellington East Girls College
Wellington Employers Federation
Wellington Girls High School
Wellington Girls High School Academic S/c
Wellington Polytechnic
Wellington Principals
Wellington Secondary Teachers
Whitireia Polytechnic

Nelson-Marlborough

Access Providers
Boards of Trustees & Public
ETSA
Marlborough Secondary Schools
Nelson Polytechnic

West Coast

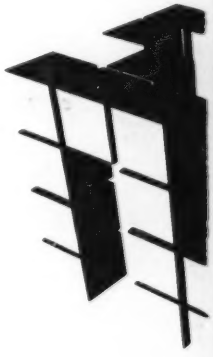
Tai Poutini Polytechnic

Christchurch

AGM Boards of Trustees
Air Force, Wigram
Aranui High School
Avonside Girls High School
Canterbury Employers' Assn
Canterbury University
Cashmere High School
Christchurch Boys High School
Christchurch Chambers of Commerce
Christchurch Girls High School
Christchurch Polytechnic
Christchurch Polytechnic TTC
Christchurch Polytechnic Tutor Dev Unit
Ellesmere College
ETSA
ETSA/Transition Teachers
HCITB Apparel ITB
Hillmorton High School
Hornby High School
Lincoln University
Lincoln University (NZUSA)
NZACCE
PPTA Conference
Principals' Advisory Cttee
PTE Meeting
Public Seminar
QUEST/ Transition Staff
Rangiora High School
Secondary Principals
Shirley Boys High School
St Andrews College
Transition Teachers

South Canterbury

Aoraki Polytechnic Council
Aoraki Polytechnic Staff
ETSA



Otago

Otago Secondary Teachers
Columba College
ETSA
Otago Employers Assn
Otago Girls High School
Otago Polytechnic
Otago University
Queens High School
Secondary Principals
Telford Polytechnic

Southland

Cargill High School
College of Education/ Southern Campus
ETSA
ETSA Maori Staff
QUEST
REAP Southland
Southland Polytechnic

Consultations with Maori Groups

Aotearoa

Hon Winston Peters - Minister of Maori Affairs
Labour Dept, Maori staff
Manatu Maori
Maori Women's Welfare League
Morehu Services
NZQA Maori Standing Cttee
Roopu Whakahaere
Runanga Matua
Te Kohanga Reo National Hui
Te Kohanga Reo Trust
Te Taura Whiri i te Reo Maori
Te Tira Ahu Iwi

Taitokerau

Kaikohe Marae
Mangamuka Marae
Oromahoe Marae
Otiria Marae
Te Aniwaniwa

Tamaki

Aronui Technical Training Centre
Nga Tapuwae College

Tauranga Moana

Awhina Whanau
ETSA Training Providers
Romainohorangi

Whakatane

Awanui-a-rangi Wananga
ETSA Training Providers

Rotorua

Maori Assessors
Te Arawa Trust Board
Te Runanganui O Te Arawa
Whanau Karaitiana

Tairawhiti

Hinemaurea Marae
Runanga o Turanganui a-kiwa
Te Aowera Marae

Kahungunu

Kahurangi
Kimi Ora School Managers
Ngati Kahungungu Trust
Takitimu Arts School

Taumaranui

Hinengakau
Hinengakau Training Providers
Ngati Maniapoto Trust Board
Te Tai
Titihu

Taranaki

Aotea District Kohanga Reo
Taranaki Trust B & MAccess

Taupo-Nui-A-Tia

ETSA Training Providers

Whanganui

Manaakitia Trust
Ngati Tupoho Whanau Trust
Rangakura
Ratana Community
Ratana Hui
Tama Upoko Trust
Tuwharetoa Trust Board etc

Manawatu

Maori Educationalists
Paneke
Poneke - Hui Whanui
Te Waka o Kurahaupo
Wananga o Raukawa
Whanau Whanui

Wairarapa

Hauariki

Whanganui-A-Tara

Api Mahuika/Te Runanga o Ngati Porou
DSW Maori Staff
Hui Wahine, Takapuwahia
Kokiri Seaview
Kokiri Whanau
Maori Tutors, Whitireia
Morehu Centre
Morehu Social Services
Nga Ruahine Rangi
Okahukura - Manu Ariki
Porirua Whanau
Roopu Whanui
Runaganui Te Upoko o te Ika
Taura Here
Te Ata Hou
Te Ohu Whakatupu
Te Runanganui o Taranaki -
Whanau ki te Upoko o te Ika
Te Tira Ahu Iwi
Wainuiomata Marae
Waiwhetu School Whanau
Wellington Polytechnic Maori Studies

Wairau

Blenheim Whanau
Iwi Trans/MAccess
Wakatu Marae

Te Tai Poutini

Iwi Trans/MAccess

Otautahi

MAccess/Access Providers
Maori teachers, Kirikiriroa
QUEST/Huirapa Marae

Aoraki

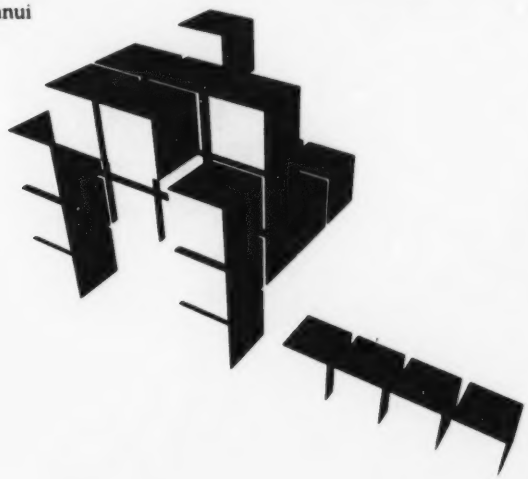
Timaru Whanau

Otakou

Huirapa Whanau

Murihiku

Manahitanga Trust



II Analysis of questionnaire responses

% Support = *percentage of respondents replying YES*

Variation = *significant (greater than 10%) differences between the sector indicated and all other sectors*

1.1 Should the national qualifications framework consist of eight qualifications levels as outlined?

% Support	Sector
77	All, equally weighted
Variations	
+19	Unions
-13	Universities
-26	Colleges of education

1.2 Should each level cover both vocational and general performance?

% Support	Sector
82	All, equally weighted
Variations	
+17	Unions
+12	Universities
-13	Schools
-14	Colleges of education

1.3 Should the awarding of a qualifications certificate and occupational admission be treated as separate issues?

% Support	Sector
79	All, equally weighted
Variations	
+13	Polytechnics
+11	Colleges of education
-14	Government/local authority agencies
-22	Universities

1.4.1 Should student records be kept on a central database?

% Support	Sector
67	All, equally weighted
Variations	
+36	Unions
+15	Private training establishments
-19	Universities
-23	Colleges of education
-26	Polytechnics

1.4.2 Should student records be kept on a distributed database?

% Support	Sector
36	All, equally weighted
Variations	
+28	Universities
-10	Private training establishments
-12	Colleges of education

1.4.3 Should student records be kept on local databases?

% Support	Sector
36	All, equally weighted
Variations	
+15	Polytechnics
+12	Universities
+11	Community
-11	Private training establishments
-14	Schools
-15	Unions

1.5.1 Should the Qualifications Authority issue certificates for all levels of national qualification?

% Support	Sector
48	All, equally weighted
Variations	
+23	Unions
+16	Schools
+15	Private training establishments
+14	Community
-11	Government/local authority agencies
-25	Colleges of education
-48	Universities

1.5.2 Should certificates be issued jointly by local accredited providers in association with the Qualifications Authority?

% Support	Sector
51	All, equally weighted
Variations	
+17	Private training establishments
+15	Colleges of education
-23	Schools
-24	Universities

1.5.3 Should certificates be issued jointly by a national industry or professional group in association with the Qualifications Authority?

% Support	Sector
51	All, equally weighted
Variations	
+11	Business and professional
+11	Community
-13	Schools
-30	Polytechnics

1.5.4 Is there another option for the issuing of certificates?

% Support	Sector
18	All, equally weighted
Variations	
+15	Colleges of education
-13	Business and professional
-13	Schools

1.6.1 Should certificates be issued in the name of the Qualifications Authority, with a reference to the provider and/or industry or professional groups?

% Support	Sector
57	All, equally weighted
Variations	
+25	Private training establishments
+13	Unions
+12	Business and professional
+10	Schools
-17	Universities
-28	Colleges of education

1.6.2 Should certificates be issued in the name of an accredited provider?

% Support	Sector
34	All, equally weighted
Variations	
+23	Universities
+20	Colleges of education
+14	Community
-23	Schools
-23	Business and professional
-28	Unions

1.6.3 Should certificates be issued in the name of an industry or professional group?

% Support	Sector
32	All, equally weighted
Variations	
+27	Universities
+13	Community
-13	Unions
-16	Polytechnics
-17	Schools

1.6.4 Should all the options in 1.6.1 to 1.6.3 be possible?

% Support	Sector
29	All, equally weighted
Variations	
+18	Community
-14	Colleges of education
-18	Unions
-18	Business and professional

1.6.5 Is there another option for the naming of the issuing authority?

% Support	Sector
11	All, equally weighted
Variations	
+13	Colleges of education
-10	Universities
-13	Unions

1.7.1 Should there be a standard format for certification?

% Support	Sector
66	All, equally weighted
Variations	
+21	Unions
+20	Private training establishments
+10	Business and professional
-10	Government/local authority agencies
-14	Colleges of education
-28	Universities

1.7.2 Do you prefer a non-specific certificate (as in example 1)?

% Support	Sector
12	All, equally weighted
Variations	
-7	Government/local authority agencies
-13	Unions

1.7.3 Do you prefer certification by industry (as in example 2)?

% Support	Sector
29	All, equally weighted
Variations	
+30	Universities
-11	Government/local authority agencies
-17	Polytechnics
-18	Schools
-26	Colleges of education

1.7.4 Do you prefer certification by occupation (as in example 3)?

% Support	Sector
38	All, equally weighted
Variations	
+23	Unions
+17	Business and professional
+12	Community
-19	Schools
-20	Government/local authority agencies
-25	Polytechnics

1.7.5 Do you believe that each option should be used where appropriate?

% Support	Sector
44	All, equally weighted
Variations	
+15	Community
-12	Schools
-14	Polytechnics
-22	Unions

1.7.6 Is there another option for certification?

% Support	Sector
15	All, equally weighted
Variations	
+21	Colleges of education
-18	Unions

1.8.1 Do you prefer one title, National Certificate?

% Support	Sector
32	All, equally weighted
Variations	
+25	Schools
+15	Private training establishments
-10	Business and professional
-13	Universities
-22	Polytechnics

1.8.2 Do you prefer two titles, National Certificate and National Diploma?

% Support	Sector
27	All, equally weighted
Variations	
+33	Business and professional
-12	Colleges of education
-12	Schools

1.8.3 Do you believe that the boundary between National Certificate and National Diploma in the two-title option is correctly placed between levels 6 and 7? State your preference, if not.

% Support	Sector
27	All, equally weighted
Variations	
+29	Business and professional
-12	Colleges of education

1.8.4 Do you prefer four titles, National Certificate, Higher National Certificate, National Diploma, Higher National Diploma?

% Support	Sector
26	All, equally weighted
Variations	
+28	Unions
+11	Polytechnics
-12	Community
-13	Universities
-21	Government/local authority agencies

1.8.5 Do you prefer New Zealand rather than National as part of the qualifications title?

% Support	Sector
64	All, equally weighted
Variations	
+25	Universities
+14	Colleges of education
-11	Polytechnics

1.8.6 Is there any other method of naming qualifications that you prefer?

% Support	Sector
17	All, equally weighted
Variations	
+32	Colleges of education
+15	Community
-10	Schools
-11	Universities
-14	Business and professional
-17	Private training establishments
-22	Unions

2.1 Should some units of learning be specific to National Certificate and some specific to Bursaries?

% Support	Sector
37	All, equally weighted
Variations	
+17	Unions
+13	Community
-11	Private training establishments
-20	Colleges of education
-27	Polytechnics

2.2.1 Should Scholarships be awarded on a basis of total marks as applied prior to 1990?

% Support	Sector
23	All, equally weighted
Variations	
+32	Universities
+13	Unions
-11	Colleges of education
-11	Schools
-16	Polytechnics

2.2.2 Should Scholarships be awarded on a basis of high achievement in individual subjects?

% Support	Sector
53	All, equally weighted
Variations	
+36	Schools
+16	Community
+14	Colleges of education
+13	Universities
-29	Unions
-34	Polytechnics

2.3.1 Should top scholars be identified from single paper achievement as in 1990?

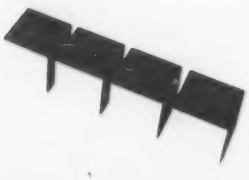
% Support	Sector
45	All, equally weighted
Variations	
+29	Schools
+21	Universities
+13	Colleges of education
-12	Unions
-18	Private training establishments
-42	Polytechnics

2.3.2 Should top scholars be identified through a single (Bursaries/ Scholarships) examination which includes additional questions for Scholarships students?

% Support	Sector
27	All, equally weighted
Variations	
+35	Universities
-10	Private training establishments
-10	Schools
-19	Polytechnics

2.4.1 Should there be separate Scholarships papers only in those subjects for which the Bursaries examination is unable to identify excellence sufficiently?

% Support	Sector
17	All, equally weighted
Variations	
+15	Business and professional
+11	Universities
-12	Polytechnics
-16	Colleges of education



2.4.2 Should the Qualifications Authority reinstate separate Scholarships papers in all (Bursaries) subjects?

% Support	Sector
17	All, equally weighted
Variations	
+14	Community
+11	Unions
-11	Government/local authority agencies
-13	Polytechnics

3.1 Does the framework proposed here establish a useful relationship among national qualifications?

% Support	Sector
78	All, equally weighted

4.1 Do the advantages of the unit of learning approach outweigh its disadvantages?

% Support	Sector
83	All, equally weighted
Variations	
+16	Private training establishments
+11	Government/local authority agencies
+10	Universities
-13	Schools
-24	Colleges of education

4.2 Should a national catalogue of units of learning and qualifications be set up?

% Support	Sector
85	All, equally weighted
Variations	
+14	Private training establishments
+12	Unions
-21	Universities
-21	Colleges of education

4.3 Do you agree with the suggested format for units listed in the national catalogue?

% Support	Sector
81	All, equally weighted
Variations	
+16	Unions
+11	Private training establishments
-16	Colleges of education
-19	Universities

4.4 Should units of learning vary in size?

% Support	Sector
82	All, equally weighted

4.5 Is 30 hours of total student time a suitable approximation for one credit?

% Support	Sector
51	All, equally weighted
Variations	
+14	Polytechnics
+11	Community
-17	Colleges of education

5.1.1 Should the prime purpose of assessment be to measure individual performance against the performance of other learners in the same group?

% Support	Sector
5	All, equally weighted

5.1.2 Should the prime purpose of assessment be to measure performance against published standards?

% Support	Sector
79	All, equally weighted
Variations	
+12	Polytechnics
+11	Government/local authority agencies
+10	Unions
-46	Colleges of education

5.2.1 Should performance be expressed in terms of percentage marks?

% Support	Sector
23	All, equally weighted
Variations	
+21	Business and professional
+13	Unions
-13	Colleges of education
-25	Universities

5.2.2 Should performance be reported in terms of grades?

% Support	Sector
56	All, equally weighted
Variations	
+31	Universities
+19	Polytechnics
+17	Colleges of education
-15	Community
-26	Unions

5.3.1 Is competence-based assessment suitable for all areas of learning?

% Support	Sector
30	All, equally weighted
Variations	
+25	Unions
-10	Universities
-12	Polytechnics
-17	Schools

5.3.2 Is achievement-based assessment suitable for all area of learning?

% Support	Sector
34	All, equally weighted
Variations	
+12	Schools
-15	Government/local authority agencies

5.4 Is there a requirement for excellence to be recognised in standards-based assessment?

% Support	Sector
82	All, equally weighted
Variations	
+15	Universities
-13	Government/local authority agencies

5.5 Do you support the introduction of a Record of (school) Achievement and/or a Record of Education and Training?

% Support	Sector
81	All, equally weighted
Variations	
+16	Unions
-27	Polytechnics

6.1.1 Should prior learning through work and life experience be recognised and assigned credits towards a qualification?

% Support	Sector
86	All, equally weighted
Variations	
+12	Unions
-21	Universities

6.1.2 Should prior learning through work-based training be recognised and assigned credits towards a qualification?

% Support	Sector
88	All, equally weighted
Variations	
-13	Universities

6.1.3 Should prior learning which has been attested be recognised and assigned credits towards a qualification?

% Support	Sector
87	All, equally weighted
Variations	
-10	Universities

6.1.4 Should a system be instituted for the transfer of credits from prior learning?

% Support	Sector
87	All, equally weighted
Variations	
-11	Universities
-12	Colleges of education

7.1 Should Industry Training Organisations be established to co-ordinate and advise on qualifications and training schemes?

% Support	Sector
75	All, equally weighted
Variations	
+23	Unions
+13	Private training establishments
+11	Business and professional
-20	Universities
-24	Polytechnics

7.2 Do you agree in general with the model for course development shown?

% Support	Sector
74	All, equally weighted
Variations	
+27	Unions
+16	Business and professional
+13	Private training establishments
-10	Colleges of education
-16	Polytechnics
-16	Schools
-24	Universities

7.3 Do you support the principle of devolved processes for quality assurance (course approval, accreditation and moderation)?

% Support	Sector
78	All, equally weighted
Variations	
+21	Colleges of education
+13	Universities
-19	Unions
-30	Schools

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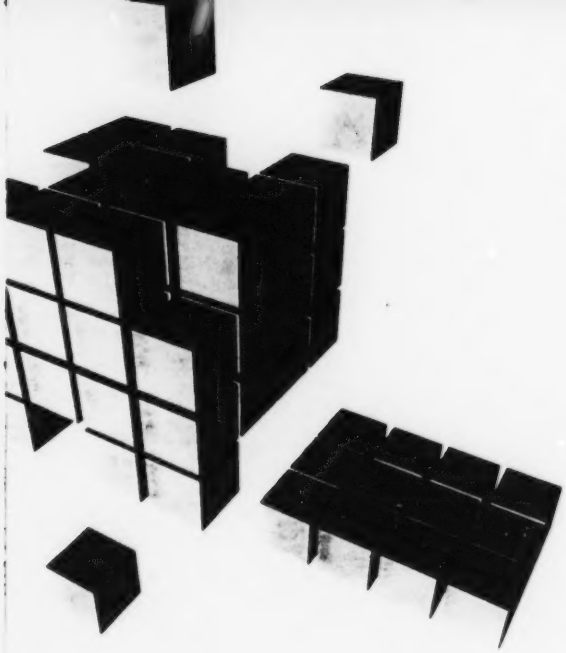

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